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ABSTRACT

This report provides the agenda and research from the workshop on Minority Education in Saxony in October 1994. The aims of the workshop were: (1) to contribute to the Council of Europe's Council for Cultural Co-operation's (CDCC) project on "Democracy, human rights, minorities: educational and cultural aspects"; (2) to discuss and evaluate the results of research on educational provision for linguistic or ethnic minorities; (3) to suggest action to be taken by educational policy makers and teachers; and (4) to encourage co-operation among participating research workers and their institutions. The report includes a list of participants, short synopses of the major opening speeches, listing of commissioned papers and authors, conclusions of the working groups, and an agenda for future action. (EH)

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COUNCIL FOR CULTURAL CO-OPERATION

Educational Research Workshop on "Minority Education", Bautzen (Saxony), 11-14 October 1994

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SO 029 286

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REPORT

compiled by the

Directorate of Education, Culture and Sport,
Section for EUDISED and Educational Research

1. NATURE OF THE MEETING

An Educational Research Workshop organised by the Council for Cultural Co-operation (CDCC) of the Council of Europe and the Ministry of Education of Saxony (Germany) in co-operation with the German Institute for International Educational Research in Frankfurt-on-Main, acting as scientific adviser.

2. PLACE AND DATES

Bautzen (Saxony), Haus der Sorben (House of the Sorb Minority), 11-14 October 1994.

3. THEME

Research into education for minorities.

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4. AIMS OF THE WORKSHOP

- To contribute to the CDCC's Project on "Democracy, human rights, minorities: educational and cultural aspects."
- To discuss and evaluate the results of research on educational provision for linguistic or ethnic minorities.
- To suggest action to be taken by educational policy-makers and teachers.
- To encourage co-operation among participating research workers and their institutions.

5. PARTICIPANTS

See attached list (Appendix I).

6. OPENING OF THE MEETING

Mr. Hans Wilhelm BERENBACH, from the Saxonian Ministry of Education, opened the meeting and welcomed the participants on behalf of the Government of the Free State of Saxony. He referred to Bautzen as the capital of the Sorbian Community and drew attention to Article 6 of the Constitution of Saxony stating explicitly that Saxony protects the Sorbian minority, its language, culture and traditions, in particular through the school system. The Ministry, therefore, did its best to support the Sorbian schools.

Mr. Michael VORBECK, Head of the Section for Educational Research of the Council of Europe, addressed the meeting on behalf of the Council of Europe and drew attention to the aims of the Workshop (see point 4).

7. ORGANISATION OF THE WORKSHOP AND DOCUMENTS

7.1 Commissioned papers

No. 1: "Basic issues concerning education of minorities", by **Prof. Dr. Wolfgang MITTER**, Germany (DECS/Rech (94) 53);

No. 2: "Minority languages and education: Some examples of comparison in the European Community and the contribution of Mercator-Education", by **Mr. Mark STUIJT**, The Netherlands (DECS/Rech (94) 54 and Addendum);

No. 3: "The Sorbs - A people indigenous to Germany", by **Frau Ludmila BUDAR**, Germany (DECS/Rech (94) 64);

No. 4: "Educational situation of the Basque community in Spain", by **Mr. Mikel ZALBIDE**, Spain (DECS/Rech (94) 68 and Addendum);

No. 5: "Research into education for minorities in Hungary", by **Dr. Tamas KOZMA**, Hungary (DECS/Rech (94) 40);

No. 6: "75 years of education in the German-speaking areas of Eastern Belgium - Progress from minority status to autonomy in the Belgian Federal State", by **Mr. Leonhard SCHIFFLERS**, Belgium (DECS/Rech (94) 65);

No. 7: "The educational situation of the Saami populations in Northern Europe," by **Mrs. Sigrid STÄNGBERG**, Sweden (DECS/Rech (94) 69)

7.2 National and individual reports supplied by participants and background papers

See Appendix III.

7.3 Group work

The various papers were discussed in three groups reporting back to the plenary session. The Group reports are reproduced in Appendices IV, V and VI.

8. CONCLUSIONS BY THE RAPPORTEUR GENERAL, MR. A. G. BOYD ROBERTSON

See Appendix II.

9. FUTURE ACTION

It is hoped to find a publisher willing to publish a selection of the Workshop papers.

The conclusions of the Workshop will be brought to the attention of the CDCC-Project Groups on:

- Democracy, human rights, minorities: educational and cultural aspects;
- Modern language learning for European citizenship;
- Access to higher education.

APPENDIX I/ANNEXE I

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APPENDIX II

Report by the Rapporteur General

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".....

1. The individual dimension

The concept of child-centred education has gained widespread acceptance throughout Europe in the recent past. This focus on the individual and on individual needs, aspirations and rights was reflected in much of the deliberations at the Workshop. Six main aspects emerged.

1.1 Individual and human rights

The issue of individual and human rights was regarded as the fundamental matter which had to be addressed. Acceptance of what Professor Mitter refers to in his paper as "the core values of human rights and democracy" was considered a vital first stage in acknowledging the rights of minorities. Individual and human rights are enshrined in conventions and charters such as the 1953 European Convention for the Protection of Human Rights and Fundamental Freedom and the 1993 Vienna Declaration. The latter makes explicit the right of persons "belonging to national minorities" to be able "to use their language both in private and in public and ... under certain conditions, in their relations with the public authorities." International recognition such as this of the needs and rights of individual speakers of minority languages was perceived to be important but what was crucial was the extent to which these worthy sentiments were acted upon and translated into reality in fields such as educational provision.

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1.2 Cultural identity

There was a consensus that language was central to cultural identity. Other forms of identity such as folklore, folk music, traditions and customs could be said to derive from distinctive language bases. Costumes, flags and works of art were more overt manifestations of a particular identity.

In an increasingly pluralistic and cosmopolitan society, identity was becoming a much more complex matter. The notion of multiple levels of identity was gaining acceptance. An individual could be a speaker of a minority language, with a strong cultural identity grounded in that language community, but could also identify with the different cultural traditions of the majority language community in the state. At a third level, the individual could assume the identity of a European citizen. Minorities within a state could be said to have a hyphenated identity.

Subjective and objective criterion can be used in defining an individual's cultural identity. For instance, members of the Saami community who wish to be recognised as Saami for electoral purposes must, on the one hand, feel themselves to be Saami and, on the other, must have used the Saami language in the home or had a parent or grandparent for whom the Saami language was the home language. A subjective judgment is also made by members of the Sorb community who regard themselves as Sorbs, although not fluent speakers of the language.

Members of a minority language community can sometimes be reluctant to be identified with the minority. There is often a psychological element in this unwillingness to be overtly identified. In the more acute cases, there may be a desire to escape from an identity which is perceived to have a lower status and prestige than another identity to which they aspire. In a hostile, political climate, a fear of labelling and an inclination to submerge a minority cultural identity is understandable.

1.3 Loyalty of citizen

The notion of the individual as a citizen involves a national as well as an individual perspective. States have to rely on the loyalty of each individual citizen and the collective loyalty of minority groups. There is obvious scope for tension between distinctive cultural identity and civic loyalty but situations such as that of the German-speaking people in Croatia demonstrate that it is possible to be loyal citizens of one state, even if cultural loyalty resides elsewhere. The workshop concluded that loyalty can operate in different ways and at different levels and that it is possible to have dual loyalty.

1.4 The parental role.

Parents were considered to be key players in determining the provision made for minority education. Parental perceptions of, and attitudes to, the minority language would have a considerable influence on the type of educational provision sought for their children. These perceptions and attitudes could be positive, negative or neutral as far as minority language

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is concerned. Negative perceptions have already been alluded to in 1.2 above. The minority language is regarded as having little economic value and is seen to somehow limit the scope of the individual and to be a barrier to social advancement. In some language communities, these perceptions arise from a history of suppression and oppression of the language by a state or majority group. Positive parental perceptions exist where a minority language is valued as part of the national heritage and is seen to be relevant to everyday life. The more status and prestige the language enjoys, the greater the likelihood of a positive image amongst parents. The perceived intellectual benefits of bilingualism also induce positive parental attitudes.

Participants in the workshop favoured maximisation of parental choice in regard to minority language education. Compulsion was not considered desirable and had not proved particularly effective in practice. Positive choice of minority language education should be accentuated and there was evidence from throughout Europe that a significant percentage of majority language parents opted to have their children educated in bilingual or minority language programmes. Similar social and intellectual reasons to those outlined above lie behind this choice but there is also an economic impulse in that these parents see their children as having better employment prospects, if proficient in a minority language.

Questions arose as to how authorities might cater for individual demands for minority language education. Use of increasingly sophisticated information technology systems and of distance learning and correspondence course mechanisms were suggested as potential solutions.

Consideration was also given to what might constitute the minimum size of group for which minority language education should be provided. There would appear to be considerable variation in current practice on this matter. In parts of Scotland, for example, a Gaelic-medium unit may be set up for four children while in the German-speaking area of Belgium, provision for French is made when sixteen parents request it.

2. The language community dimension

2.1 Nature of language community

European minority language communities vary greatly in size and nature. Different typologies can be used to classify them. Two typologies were presented at the workshop. Dr Tamas Kozma of the Hungarian Institute for Educational Research in Budapest presented a tripartite classification based on the situation in Hungary. The three types of minorities identified were:-

national minorities - groups in minority status in one country although in majority status in another country

ethnic minorities - groups which do not create "political nations" and are not in majority status in any country

religious minorities

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Mark Stuijt of the Mercator Education Project based in the Fryske Akademy in Ljouwert, Friesland described the five-fold classification used by the European Bureau for Lesser-Used Languages:-

- the national language of two small EC member states which are not official working languages of the EC and which are lesser-used internationally
- the languages of small, stateless peoples who live in one state
- the languages of small stateless peoples who live in two or more states
- the languages of peoples, who constitute a minority in the state in which they live, but which are majority languages in other states
- non-territorial languages which have been spoken traditionally in a state but which cannot be identified with a particular area of their own

Further research is required into the nature and typology of language communities, particularly in light of the developing situation in Central and Eastern Europe.

2.2. Relationship to majority language

One factor to be considered in any typology of minority languages is the relationship between the minority language and the majority language. Considerations will include the degree of dominance of the majority language, the extent of the threat posed to the minority language, the size and spread of the minority language community and the incidence of language shift.

The influence of the majority language on the minority may also be measured in the extent to which the minority language borrows terminology from the majority language. It is evident from experiences recounted at the workshop that this process is common to most minority language situations and that mechanisms are being found to generate terminology within the languages. Mrs Ludmila Budar of the Sorbian School Association in Bautzen and Mrs Sigrid Stangberg, teacher and adviser in the South Saami community, spoke of measures being taken in their respective communities to address the issue of penetration by the majority language.

2.3 Vitality of language

The vitality of a language can be seen in the extent of its use in the community. This can be judged by the range of domains in which it is employed. Is it, for example, used in the home, family, extended family, neighbourhood, church, leisure activities, work, media, public administration, public notices and advertising. Other measures of vitality are the extent of active use as compared with passive knowledge and the degree of literacy in the language. A lack of standardisation in oral and written forms of the language, apparent in certain minority languages, can curtail its usage.

The vitality of a language is closely associated with its socio-economic context. A strong regional economy can bolster, or even revitalise, a regional language. On the other hand, a weak regional economy with

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significant out-migration patterns can, as in the case of the Sorbs and the Gaelic-speaking population of the Highlands and Islands of Scotland, diminish the vitality of a language community.

Mikel Zalbide, in his paper on the educational situation in the Basque community in Spain, saw language vitality in terms of "inter-generational ethnolinguistic continuity". The strength of a language in the family - friendship - community nexus was a crucial factor in determining inter-generational transmission patterns. Other factors to be considered in determining the vitality of any minority language include the incidence of language shift or of reverse language shift and the extent to which ethnocultural safe zones exist.

2.4 Language institutions

Minority language communities were seen to require an infrastructure of institutions and agencies. These would range from voluntary organisations such as parental and teacher associations and language promotion bodies such as Cymdeithas Yr Iaith Cymraeg in Wales through to state-supported language centres such as the Haus der Sorben in Saxony and academic institutions like the Fryske Akademy in Friesland.

3. The school dimension

3.1 Curricular models

A number of different types of curricular provision for minority languages were identified and discussed. These can be seen to form a continuum from minimum models to maximum models, ranging from a few hours study of the minority language, on to bilingual programmes in which pupils have varying degrees of exposure to the minority language right through to programmes in which the entire curriculum is delivered through the medium of the minority language. The form of curricular model chosen will reflect the philosophy and motivation of the providing agency. If the objective is the assimilation of a minority language community, a minimal or transitional model will be deployed whereas, if the aim is to cater for the communicative needs of the minority group, a maintenance or maximum model will be used.

Mikel Zalbide outlined the three curricular models current in the Autonomous Community of the Basque Country (ACBC). These models, which are described in his paper, represent minimum, medium and maximum points of the curricular continuum and the research findings are instructive. Not only do pupils in bilingual and Basque-medium programmes achieve better results in Basque than their counterparts in schools where Basque is taught as a subject, their performance in Spanish and in the foreign language - usually English - is equal to that of pupils educated through the medium of Spanish. These research findings are confirmed by the significant take-up of bilingual or Basque-medium education by Spanish-speaking parents. Similar findings were reported from other parts of Europe where majority language parents

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clearly considered bilingual education programmes to be enriching and advantageous.

The Sorb experience that limited exposure to the minority language in the curriculum will never lead to real bilingualism is replicated in other minority language communities.

3.2 Local autonomy and curricular matters

While the main issue was how to make provision for minority language within the curriculum, it was also felt important that regional or minority culture, history, geography and literature be included in the curriculum in the appropriate subject disciplines. Definition of the curriculum at a national level could frustrate the realisation of this objective. This underlined the need for greater devolution in decision taking and the maximisation of local autonomy in curricular matters. It was considered particularly desirable that there be a measure of school and teacher control over what is taught within the framework of a national syllabus.

Teachers can have some influence on the curriculum in their choice of textbooks and other resources. In the minority language situation, however, teachers may not be able to exercise such choice due to a paucity of textbooks and materials. The influence publishers can have on a syllabus led to a conclusion that more localised publishing would be to the advantage of minority language education.

3.3 Staffing

A problem confronted by smaller language communities such as the Saami, the Gaelic speakers of Scotland and the German-speaking communities of Belgium is a shortage in the supply of teachers to meet demand. Radical measures may be required in such situations to sustain minority language schooling, even at current levels of provision.

A highly centralised and directive system of making teacher appointments can have an adverse effect on school provision for minority languages. More flexible, devolved systems of appointing teachers allow more sensitivity to regional and minority language factors.

3.4 Teacher training

This was considered a vital issue. The provision of sustained and systematic preservice training courses is crucial to the development of minority language education. Evidence led at the workshop suggested that current provision was often inadequate and that remedial action would be required in particular situations, eg German-speaking communities in Belgium. Regular inservice training was a need identified in most minority language settings.

Mark Stuijt of the Mercator-Education Project indicated that a report on teacher training provision for Lesser-used Languages would be published early in 1995. The report, commissioned by the European Bureau for

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Lesser-Used Languages, would describe and compare current levels of provision in a variety of language communities.

3.5 Provision of teaching materials

Teachers in most minority language education situations face the problem of a lack of teaching and learning materials in the language. This lack of materials may take the form of a complete absence of textbooks and resources in certain subjects or the availability of only one textbook in a particular subject area. Where a choice of materials does exist, it is likely to be a very limited choice. Even in the strongest minority language situation, the range of teaching materials available to schools is relatively restricted as compared with materials available in the majority language.

Ways of generating materials for minority languages were discussed and it was felt that action would require to be taken at school level and by clusters of schools, regional groups and national groups. One advantage of generation of materials at local or regional level is that materials produced would be more focussed on, and relevant to, local conditions. In situations where a minority language was the national language in another state, importation of materials might seem to be an obvious solution. It does not necessarily follow, however, that materials relevant to one national situation would be appropriate or acceptable in another state. This difficulty would be most likely to arise with history textbooks unless a conscious effort is made to avoid bias, as in the publications of the International Textbook Institute of Brunswick.

The limited market in minority language education results in small-scale print-runs which, in turn, means high unit costs of publication. There is no obvious solution to this problem. Co-productions with majority language publishers in the same state or co-productions with other minority language groups in other states offer partial solutions. International co-productions, however, face the problem of avoiding cultural specificity in text and graphics.

Educational broadcasting, which is available in several minority languages, is regarded as a valuable additional resource which should be more widely available in minority language education throughout Europe.

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3.6 Home, school and community

A tendency to concentrate on schooling and formal education and to neglect the role of informal education was highlighted. The establishment and maintenance of close links between the home, the school and the community is seen as vital in minority language education. Research in the Basque country revealed that children often do not have the total linguistic background necessary for language regeneration and that there was a correlation between the linguistic skills of the child and the strength of the language in the home and community. Mikel Zalbide's contention that schools alone cannot ensure language maintenance was endorsed in group discussions.

The potential of community contributions to the school curriculum was thought to be not yet fully realised, nor was the community's role in making provision for extra-curricular language reinforcement. Examples of current extra-curricular activities cited included private schools in Hungary for Romany pupils learning the violin, youth clubs, summer schools and grandparent schemes, where adopted as well as real grandparents, provide opportunities for pupils to use the language they have learned for real communicative purposes.

4. The Regional dimension

4.1 Degree of autonomy

The extent to which a state devolves autonomy can have a considerable bearing on minority language education. This is particularly true where autonomy is given to regions and provinces whose boundaries encompass or coincide with that of a particular minority language community. In situations where considerable powers are devolved to regional government and where a "minority" language is in a strong numerical position, conditions exist for the introduction of the type of linguistic normalisation policy that operates in Catalonia and in the Basque Country.

4.2 Regional policy

A regional or provincial tier of government can, as in Spain, be of benefit to the minority language community. It allows closer dialogue with decision makers and a more informed basis for policy making. The establishment of a regional policy on the minority language can play a significant part in securing the future of the language.

Regional autonomy gives minority language communities a voice and some influence in determining aspects of curriculum content - the languages used and taught in schools, the level at which they are used and taught, the degree to which the history syllabus reflects the local perspective, the number of regional writers featured in the teaching of literature etc.

Regional and national policies on a wide range of socio-economic issues can have a considerable bearing on the position of the minority language and the adoption of a regional language policy can ensure that account is taken of the likely impact on the minority language of decisions taken in wider policy contexts.

4.3 Regional infrastructure

There was a clear recognition at the workshop that a regional policy in itself will not be sufficient and that it has to be supported by the creation of a language infrastructure. In the educational field, this would include Language Advisers, Curriculum Development Officers, Curriculum Development Units and Resource Centres. The Haus der Sorben was considered a good example of the type of regional infrastructure required.

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5. The national dimension

5.1 The legal and constitutional framework

Professor Mitter, in his keynote address, pointed to the diversity of legal and administrative provisions for minority languages. The key element in determining the legal and constitutional framework is the political climate. Where a positive political will exists, legal and constitutional instruments are found as, for example, in Belgium and Spain. These positive provisions arise from a recognition of and respect for regional differences, an appreciation that the minority language is an integral part of the national heritage, an understanding that cultural identity and civic loyalty are not mutually exclusive and a desire to avoid conflict and tension between language communities.

There was general agreement that the legal and constitutional framework should seek to guarantee individual rights and that it should be founded on the principle of equal opportunities for all. Collective rights were not felt to be as vital as individual rights but collective measures for individuals were considered important. Official recognition of, and status for, minority languages should form part of any legal framework.

5.2 Formulation of policy

The way in which a policy for minority languages is determined can have a crucial bearing on the form of policy adopted. The needs and aspirations of the minority language community will only be reflected in these policies if there is extensive consultation between state authorities and representatives of the language community. While it is the majority that ultimately decides policy for the minority, linguistic goals and objectives should reflect the views of minority communities. Negotiations on language policy helps avoid conflict and divisiveness and diminishes the danger of chauvinism.

A lack of consultation with minority language groups can lead to the adoption of assimilationist policies such as the policy of Gallicisation pursued, at one time, in Belgium. On the other hand, collaboration in policy formation is more likely to lead to a recognition of the needs of the minority and of the obligation of the majority to the minority. The fruits of such an approach can be seen in the provision of German-medium schools in South Tyrol, French-medium schools in the Aorta valley, German-medium schools in Denmark and Danish-medium schools in Germany.

5.3 Education models and strategies

The type of minority language education model adopted will have to reflect not only the wishes of the minority language community but also the different social and political conditions in each country. Problems encountered in Central and Eastern European states are particularly complex and acute and do not lend themselves readily to imported solutions. An analysis such as the comparative study conducted by Pinna Catte in Sardinia would seem to offer one strategy which could assist in

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the process of devising appropriate models in any situation. This approach involves study of different successful models of bilingual education and an assessment of the possibilities of their application in particular settings.

In devising models and strategies, authorities will have to have regard to the overall objectives and goals. Are the models aimed at assimilation or integration, is the desired outcome transitional bilingualism or maintenance of the mother tongue? Adoption of a minimum model may lead to a danger of the school becoming a place of alienation through loss of the home language and culture, while adoption of a bilingual model can raise consciousness of the benefits of multi-culturalism and multi-lingualism.

5.4 Determination of the curriculum

In most states in Europe, the curriculum is initially and largely determined at national level. Even in states with a large measure of regional autonomy there is a national curricular framework. The role of the minority language in the curriculum must, therefore, be debated at a national level and there must be channels of communication between minority language agencies and the authorities which define the curriculum. This dialogue should extend beyond language issues to the question of how history, social studies, music and literature elements of the curriculum might reflect regional and minority language perspectives.

The national curriculum should have a multi-cultural and inter-cultural dimension in order to sensitise all pupils to the diversity of language and culture, both nationally and internationally. Programmes of bilingual education within the framework of the national curriculum should be open to speakers of the majority language, who wish to opt into this form of inter-cultural and enrichment education.

5.5 Funding and infrastructure

Consideration was given to the funding of minority language education and the prevailing opinion was that specific funding arrangements were necessary. The advantage of such an arrangement was that funds had to be spent on the minority language and not on general aspects of educational provision. Although the public education system is the main provider of minority language education, private institutions should be able to access funding for their minority language education provision. Representatives from countries in Eastern Europe stressed that the overall economic situation in these states makes it extremely difficult to introduce new educational programmes, which have cost implications. Therefore, it is likely that the implementation of policy initiatives in minority languages will be deferred.

As at regional level, there was a need to create an infrastructure of the language at national level. This need not be as highly developed a structure as in Ireland where the government has a statutory body, Bòrd na Gaeilge, whose remit it is to oversee development of the Irish

language. A more modest form of infrastructure would be more realistic for most minority language communities. Representation on national curriculum and examination bodies and a national forum in which dialogue can take place between representatives of the minority language and of the government would be basic elements of such an infrastructure.

5.6 Monitoring and evaluation

The implementation of policy on minority language education should be closely monitored and there should be regular evaluation of curricular programmes and projects. These evaluation procedures and research into different aspects of bilingualism and bilingual education will inform the decision taking process at national level and should lead, in the long term, to more effective delivery of minority language education. Research activity should embrace the attitudinal field as well as the linguistic, socio-linguistic and pedagogic fields.

6. The international dimension

6.1 The European Community

The trend towards integration and increasing political and economic unity within the European Community (EC) induces different responses. It is seen by some as a threat to regional diversity and to the vitality of minority languages. Language minorities such as the Welsh and the Scottish Gaels regard European unity as a counterpoise to the centralising power of the state. Whatever the perspective on European unity, the recent establishment of the EC Committee of the Regions is welcomed and is felt to offer minority languages better access to European institutions and policy-making forums.

6.2 International conventions, charters and resolutions

The requirements of minority languages and the rights of individual speakers of minority languages are recognised in a number of international agreements. These include resolutions of the European Parliament such as the 1987 Kuijpers Resolution and Council of Europe initiatives such as the 1992 European Charter for Regional or Minority Languages and the 1993 Vienna Declaration. It falls upon the language communities themselves, however, to exert pressure on national governments to ensure that they subscribe to these agreements and act upon the recommendations they contain.

6.3 Transfrontier minorities

As already indicated, certain minority language communities cross national frontiers. The Romanies and Saami fall into this category and there is a clear need for international co-operation in tackling the problems encountered by these minorities.

6.4 Exchange programmes and co-operative projects

The recent formation of an ERASMUS International Co-operation Programme (ICP) on Less Widely-Taught Languages illustrates the potential of exchange programmes such as ERASMUS, LINGUA and SOCRATES. The onus is on educational establishments involved in minority language education to exploit that potential. The new ICP referred to above has three elements - student exchanges, intensive seminars and joint development of curriculum.

The European Bureau for Lesser-Used Languages organises an annual programme of study visits which allow representatives of minority language communities to join a group of international delegates on organised study tours of facilities and provision in one particular minority language community. The Bureau also organises a biennial Euroskol which brings together children from several minorities in one minority language venue.

The European Bureau for Lesser-Used Languages co-ordinates four international projects - the education project described in Mark Stuijt's paper and other projects on media, legislation and general studies. These Mercator projects have compiled extensive documentation, information and research networks on indigenous minority languages but, as funding is derived from the European Commission, the project ambit is restricted to countries of the European Community. The Mercator-Education project has produced valuable and informative reports on primary education, pre-primary education, learning materials and teacher training in respect of minority languages. Extension of the scope of the Mercator network to Central and Eastern European countries would seem to be a logical development and could be achieved through co-operation between the Council of Europe and the European Commission.

The possibility of international co-operation in publishing merits investigation. Co-operative publishing ventures have to date been small-scale and the feasibility of multi-lingual publishing initiatives in the field of minority language textbooks has yet to be fully explored.

6.5 Recognition of teaching qualifications

In states where the national language of another state is the minority language, a particular problem can arise, as in Belgium's German-speaking communities, where it is necessary to import teachers trained in a different education system and with different qualifications to that of the state in which they are to be employed. Teaching qualifications obtained in one state may not be compatible with the qualifications required in another state. There is scope for more harmonisation in teacher training courses across national boundaries and for international action in the recognition of teaching qualifications. This would accord with the EC philosophy of an international labour market.

6.6. International aid

International aid is required for Central and Eastern European countries which are prevented from developing provision for minority language education due to a lack of available resources arising from their overall economic situation. The international community has recognised the need for economic aid packages for these states but there is also a need for cultural aid programmes. Charitable international foundations are also seen as having a role to play in funding minority language initiatives.

6.7 The Council of Europe

The Council was congratulated on its initiative in organising the Bautzen workshop and it was felt that there was a continuing role for the Council in moving the debate on minority language education forward. The situation in Central and Eastern Europe was the most urgent matter requiring action and it was recommended that a further meeting should be convened in the near future to address the issues that arise in newly independent countries in the Baltic and other parts of Central and Eastern Europe.

The Council, acting independently or in collaboration with other agencies, could assist with the production of descriptions of alternative models and strategies of minority language education currently found in Western Europe. This would provide countries in the East with detailed information about alternative models and strategies and allow them to decide if any of the approaches could be applied in their particular contexts. The Council could also take a leading role in the development of curricular materials that could be used in minority language situations in Eastern and Central Europe.

A number of aspects of minority education which have not yet been fully researched have been signalled in earlier parts of this report, in group reports and in the papers presented at the workshop. The Council could make a very tangible contribution to the development of minority language education by instituting major comparative research into these aspects."

APPENDIX III

NATIONAL REPORTS AND BACKGROUND PAPERS

BELARUS

"The situation in Belarus schools for the national minorities", by **Mr. G. Pyatigor** (DECS/Rech (94) 74)

BULGARIA

"Five basic issues with regard to educational of minorities", by **Mrs. J. SAVOVA** (DECS/Rech (94) 75)

CANADA

"Education for minorities A theoretical model", by **Mr Rodrigue LANORY** (DECS/Rech (95) 8)

CROATIA

"'Summer schools' as a means of additional education for the Ruthenian and Ukrainian minority in the republic of Croatia - 30 years of experience (1964-1994)", statement by **M. A. MIROSLAV KIŠ** (DECS/Rech (94) 47)

DENMARK

"Educational provision for minorities and research projects on "minority education" by **Mrs Bolette MOLDENHAWER** (DECS/Rech (94) 66)

ESTONIA

"Language minorities in Estonia: Problems and perspectives", by **Ms Larissa VASSILTCHENKO** (DECS/Rech (94) 60)

"Research and educational projects for minority in Estonia", by **Ms Larissa VASSILTCHENKO** (DECS/Rech (94) 61)

FINLAND

"A minority language as the first step towards multilingualism for majorities", by **Prof. Dr. Christer LAURÉN** and **Ms Citha GRANDELL** (DECS/Rech (94) 51)

FRANCE

"France: Etat des recherches", document préparé par **Mme Michelle PROUX** (DECS/Rech (94) 63)

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GERMANY

"The education of the children of the Danish minority in Schleswig-Holstein", by **Mr. Rolf REHDER**, Bildungsministerium, Kiel (DECS/Rech (94) 76)

GREECE

"Educational programmes for Greek Moslem population", by **Ass. Prof. Dr. Evangelia TRESSOU-MILONAS** (DECS/Rech (94) 77)

HUNGARY

"Minority education in Hungary", by **Ernöné KULCSÁR-SZABÓ** (DECS/Rech (94) 59)

IRELAND

"Research conducted in Ireland", report submitted by **Prof. Pádraig O RIAGAIN** (DECS/Rech (94) 5)

ITALY

"Report on the situation in Italy", submitted by **Mr. Vincenzo MICOCCI** (DECS/Rech (94) 56)

"Educational provision for the Ladin-speaking population in Alto Adige/Southern Tyrol in Italy", Summary of a report given in the journal, "Erziehung und Unterricht; Österreichische Pädagogidvhr Zeitschrift" No. 7/1993, written by the **SECTION FOR EUDISED AND EDUCATIONAL RESEARCH**, Division for Higher Education and Research, Council of Europe (DECS/Rech (94) 1)

LATVIA

"The educational situation of minorities in Latvia", by **Valdis KLIŠĀNS** (DECS/Rech (94) 50)

LITHUANIA

"Report on the situation in Lithuania", by **Mrs. Sniega MELNIK** (DECS/Rech (94) 48)

"Minorities in Lithuania - Lithuanian minorities in other countries", background report submitted by **Mr. Audris SMILGEVIČIUS** (DECS/Rech (94) 9)

"Education of national minorities in the Republic of Lithuania: Experience and problems", by **Dr. Severinas VAITIEKUS** (DECS/Rech (94) 55)

NORWAY

"The educational situation of the Sami people", by **Ellen Inga O HÆTTA** (DECS/Rech (94) 78)

POLAND

"Educational opportunities for representatives of national minorities in Poland", information supplied by **Mr. Włodzimierz MĘDRZECKI** (DECS/Rech (94) 58)

"The German minority in Upper Silesia", information supplied by **KURATORIUM OSWIATY** (DECS/Rech (94) 4)

"Polish Regulation on 'Minority Education'", Ministry Regulation of 24 March 1992, submitted by **A. STELMACHOWSKI** (DECS/Rech (94) 43)

PORTUGAL

"L'éducation en faveur des minorités", par **Secretariado Coordenador de Programas de Educaçao Multicultural**

RUSSIA

"Strategies for reviving, preserving and enhancing minority languages in the Russian Federation (an example of Vepsian) by **M. V. DIACHKOV** (DECS/Rech (94) 80)

"Present-day situation and perspectives of education of ethnic and linguistic groups in Russia", by **E. S. GALSKOV** (DECS/Rech (94) 79)

SLOVAKIA

"Minorities education and edification in Slovak Republic", by **Ms Katarina ONDRASOVA,** Ministry of Education and Science, Bratislava (DECS/Rech (94) 81)

SLOVENIA

"The position of Italian and Hungarian minority in Slovenia: educational aspect" by **Mag. Sonja NOVAK LUKANOVIC** (DECS/Rech (94) 67)

UNITED KINGDOM

"National report: England", by **Mr. C. P. POWER** (DECS/Rech (94) 52)

- Information Memorandum prepared by the **Secretariat** (DECS/Rech 993) 90 rev.)

- Education provision for national minorities in various countries, Extracts from a report, prepared by **Dr. Elfriede TAJALLI** (DECS/Rech (93) 87)

- Researchers active in the field of minority education, list supplied by **Mercator-Education** (DECS/Rech (94) 44)

- Provisional list of European (minority) language communities in countries belonging to the Council of Europe, compiled by **Mercator-Education** (DECS/Rech (93) 89)

- Bibliography/Bibliographie, compiled by **Mr. Mark STUIJT**, Mercator-Education (DECS/Rech (93) 88)

- Research on minority education, Extracts from the EUDISED Database, prepared by the **Secretariat** (DECS/Rech (94) 41)

- List of documents on educational and cultural rights/Liste des documents sur les droits éducatifs et culturels, compiled by the **Secretariat** (DECS/Rech (94) 45 prov.)

- Access to higher education in Europe. Under-represented groups in Central and Eastern Europe. Interim report prepared by **Maggie WOODROW** and **David CROSIER** (DECS/Rech (94) 66)

APPENDIX IV

GROUP 1

Chairperson: **Ms Anne-Sophie OUDIN**
(European Bureau for Lesser-Used Languages)
Rapporteur: **Mme Michelle PROUX**
(France)

1. The group spent much time on the definition of terms:

   * nation: a group of citizens sharing the same values
   * necessity of distinguishing between State (which is an organisation) and Motherland (which is rather symbolic)
   * introduction of the notion of citizenship which is a gathering of people wishing to reach common goals
   * religion cannot constitute a distinctive feature of ethnicity.

2. The problem of cultural identity, State, nation, etc... can be solved by developing a super-national identity or rather a European citizenship, which goes together with and necessarily implies multiculturalism.

3. Minority education is taken in a broad sense: it should include equal opportunities (with mother tongue education in higher education); it should also include parents' awareness.

4. Minority education models should be extended to majority groups in a national multicultural perspective.

5. Resources should be distributed in accordance to the importance of existing infrastructure, in order to guarantee equal opportunities for all.

6. The group mentioned the problems of former Soviet Republics of the Baltic countries, where the Russians are not yet psychologically prepared to accept their new condition and to be considered a minority. However, on that matter, the group had no solution to offer.

7. Educational needs vary from one minority to another. So, only minorities can define their own needs, and the majority has the duty to meet those needs, since minorities are part of the national heritage.

8. The group suggested that multi-media technologies be fostered and developed in the field of minority language education in order to allow isolated or very small groups to benefit from education through the medium of their own language and to have access to information, wherever they are and whenever there is a lack of teachers.

9. Exchanges between minority groups should be fostered and database networks be developed.

10. The group insisted that teacher training is an important issue. Researchers and faculties should work together with Governments and Ministries of Education; of course this is to be achieved with a certain amount of flexibility.

11. Teacher training should include a multicultural and even an inter-cultural dimension.

12. Autonomy seemed an important issue, several aspects were debated, including its limitations, i.e. avoid ghettoisation.

    There is no universal model of autonomy, but there is a principle. Ways of implementing this principle of autonomy depend on contexts, existing resources and infrastructures. It also seemed necessary to distinguish between autonomous system and autonomous functioning.

    Autonomous functioning consists of:

    - didactic autonomy, and therefore teachers;
    - autonomy of managements, that is, the definition of objectives and strategies, i.e. means to fulfil those objectives, within the school;
    - autonomy of organization, which concerns the head of the school.

    A delegate insisted on pedagogical autonomy and yet on the necessity to remain within the framework of values such as human rights.

    Autonomy is a means of achieving freedom, which is a universal value. And yet it goes together with solidarity and responsibility.

13. There should be a distribution of responsibilities between super-national bodies, State and local organisations/agencies, in order to achieve articulation between a global vision and local action.

APPENDIX V

GROUP 2

Chairman: **Prof. D. WATERKAMP** (Germany)
Rapporteur: **Mr. C. POWER** (United Kingdom)

1. The group discussed notions of individual and collective rights. The example of Croatia was cited where collective rights in the Constitution are not seen as leading to political autonomy but making cultural autonomy possible. It was felt important to distinguish between cultural and political autonomy.

2. The definition of collective rights was discussed and the implications for policy and practice aired. It was felt States, needed to guarantee equality and equal treatment for all minorities and to encourage a situation of stability to achieve equality.

3. The notion of collective rights does not necessarily involve access to special benefits or subsidies. However it was felt that individual rights can and should be assisted by collective measures for individuals. This should not be seen as necessarily a constitutional issue for States but more a matter of legal infrastructure, practical approach and, importantly, ethos.

4. It was recognised that any discussion of "national minorities" and definition of "national minorities" needed to be undertaken with the understanding that different settings, interpretations und contexts existed.

5. The case of the United Kingdom was cited where minority ethnic groups are UK citizens. Most of these minority ethnic groups fulfil the criteria defining "national minorities" for this Workshop.

6. The interrelationship of policy and practice between migrant workers and others groups was highlighted in the case of the Sami. In their case initiatives for "migrant workers" had assisted the Sami cause. Even though there has been uneven responses by some States, whose negative role in the past needs confessing, positive progress in one State was reported.

7. The implications of personal/collective definitions of identity were discussed in the context of developments in Latvia. The complexities of the situation were noted and the contradictions faced in dealing with different definitions of "national reality" explored.

8. Overall it was felt that the critical issue was the extent to which cultural and language minorities could have opportunities for personal expression within any defined State. The opportunities for this to occur vary depending on a range of issues that relate also to socio-economic and political factors.

9. The group discussion focussed on a range of psycho-pedagogical situations. Examples were cited by the group members.

10, Differences in socio-historical circumstances were discussed and similarities as well as differences noted.

11. Economic issues as well as the perceived status of a language regionally, nationally or internationally were seen as factors in influencing parental choice of languages to be studied. This particularly related to those majorities who chose schooling through a particular minority language.

12. The importance of recognising the constraints or opportunities of different contexts on methodologies and approaches was emphasised. The size and location of groups was thought to be an important issue in determining potential provision and response.

13. The group noted a range of approaches based on experience which could be considered as useful to different language minorities.

They were:

- residential summer school programmes funded by the State;
- weekend schools;
- projects to encourage contact with grandparents: video material produced for communities and schools;
- pedagogical counsellors from national minorities at regional and national level;
- support of private minority language schools with opportunities for parent and adult attendance;
- to target budgets to schools to support specific language teaching and programmes;
- radio schools;
- the provision of specific examinations in minority language with entry fees paid by the State where appropriate;
- inservice training courses for teachers with substitution arrangements to encourage response;
- opportunities for adult and inter-generational education.

14. The group discussed the issue of minority group representation and considered different models related to appointment or election.

15. The group considered the definitions of "national minorities" within States and/or external to them. It discussed principles of citizenship (*ius sanguinis* and *ius soli*) and noted that the situation of collective decisions in this area should be avoided without compromise for individual choice.

16. The group stressed the following research priorities:

    1) comparative research into minority group and indigenous peoples' legal rights;

    2) research into methodologies for teaching and learning in multilingual environments;

    3) Council of Europe studies concerning the processes involved in establishing language and cultural environments for small language groups, e.g. Livland;

    4) research into teacher and parental attitudes to minority language teaching and learning in different settings.

APPENDIX V

GROUP 3

Chairman: **Mr. N. KLEININGER** (Romania)
Rapporteur: **Mr. J. HUBER** (Austria)

1. Type of educational provision

Acquisition and preservation of minority language and culture is a dynamic but never unilateral process. Educational policy decisions therfore have to based on changing conditions. In accordance with these conditions educational provision should comprise a variety of offers. Those concerned should be free to chose between these offers.

2. Autonomy

Educational privision for the different language communities should form part of the national system of education. Representatives of the different groups found among inspectors and educational administrators should be given a mayor say in the decision-making.

3. Role of the mother tongue

In all sectors of education the mother tongue has a vital role to play. The extent to which the mother tongue is to serve as a teaching language will depend on the model which parents should be free to choose.

4. Bilingual teaching

(no particular recommendation)

5. Curricula

5.1 General education curricula should be revised so as to make pupils aware of the history and culture of all groups in a given region and their contribution to the region's history and cultural heritage.

5.2 The development of teaching and learning material by or for a particular group should be promoted as far as it is not in contradiction with the principles mentioned in 5.1.

6. Revival of ancient languages

The school has a vital role to play in reviving ancient languages but school alone cannot achieve this aim, other institutions in society will have to co-operate.

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7. Identity

School has a major influence on pupils' political, social and cultural identity. Therefore the idea of harmonious acceptance of multiple identity, combined with loyalty to the State, should serve as the basis.

8. School and community

Out-of-school socialisation is important. Therefore it is not enough, if schools open themselves to the outside community in traditional ways. Schools have to take a much more active post in involving the community. (Recommendable attempts in this direction were reported from Northern Frisia). Mass media also have an important role to play. This has been neglected so far.

9. Intercultural education

In the long run all pupils, whether from the minority or the majority, will need to be given intercultural education, raising their awareness of different forms of languages and cultures and their interpenetration. This is the only way of enabling all to develop their own identity.

10. The particular situation in Central and Eastern Europe

Problems are very complex. Proposed solutions have to correspond to the particular regional, social and political conditions in each country. A further meeting should be devoted to the particular problems in Central and Eastern Europe for the discussion of which a lot more information needs to be collected.